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ABSTRACT

The handbook is a combination and incorporation of two previously published handbooks. The approach has been expanded to emphasize the role of the local library in relation to other libraries, library systems, the State Library and library cooperative programs. The services of modern libraries has become increasingly complex, and involves all members of the community. The old attitude that library trustees should be drawn from the "cultured" section of the community is no longer tenable since the library now serves varied segments of that community. Qualifications of a good trustee are based on a multitude of characteristics other than sex, income or education. (AB)

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KANSAS

LIBRARY TRUSTEE HANDBOOK

LI 002 661

by
Jeanice Wellons
Administrative Assistant
To The State Librarian

1968

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EXPLANATORY NOTE

The Kansas Trustee Handbook is a combination and incorporation of two previous handbooks published by the State Library. It replaces The Management Handbook and The Finance Handbook by Zelia J. French and James W. Drury, respectively. The last revision of these two trustee aids was made in 1964 and both were oriented toward the local library, with only incidental references to outside influences.

The intervening four years have made so many drastic changes in Kansas library development that a greatly expanded approach has become necessary. While covering the same basic material on board duties and tax levies that the earlier handbooks included, new emphasis has been given to the role of the local library in relation to other libraries, library systems, the State Library and library cooperative programs.

Because changes on the Kansas library scene are gathering impetus it has been considered best to publish this handbook in a loose-leaf format so that additions and alterations can be made easily. For this reason numbering of pages has only been done within the various sections.

Material chosen for inclusion, writing style, and errors are entirely the responsibility of the author. Information on LSCA, Title II in the section on the State Library is from Miss Claire Vincent, State Library Title II Director; Mr. Fred Knecht read the handbook with a critical eye; Mrs. Virginia Manley, Kansas Library Bulletin editor, helped with the format and cover; Miss Rita Gatz typed the illegible first drafts; and Mr. Denny Stephens showed extreme patience through the whole process. I would particularly like to thank Mr. Richard Foth, Assistant Attorney General, for reading the sections on laws and finance.

There are approximately 315 public libraries, or libraries extending service to the public, in Kansas. They range in size from the Wichita Public Library to the smallest club libraries in unincorporated towns. Most Kansas libraries were established by women's organizations, and for years most boards reflected this traditional interest, being largely composed of women from various groups which helped libraries in their early days. Even today 12% of all Kansas public libraries are still club libraries and have no dependable support from public funds.

The services of modern libraries have become increasingly complex, involving the library organization in the lives of all members of the community. It is more important than ever to involve many citizens in library trustee activity and most boards now contain men as well as women. The old attitude that library trustees should be drawn from the "cultured" section of the community is no longer tenable as the library expands its services to interest the business world, labor, agriculture, and minority groups, to name a few.

What makes a good trustee is not based on sex, income, or even education, but upon a multitude of other characteristics. All guide books for trustees list qualifications, but those as set forth by Virginia Young, in her, The Library Trustee, A Practical Guidebook, are especially good:

A good library trustee has:

"1. Interest in the library, in the community, and in the library's relationship to the community.

2. Readiness to devote time and effort to carrying out the duties of trusteeship.

3. Recognition of the library's importance as center of the community culture, recreation, and continuing education.

4. Close acquaintance with the community social and economic conditions, and with groups within the community.

5. Ability to work well with others: board members, librarian and staff members, and the public served by the library.

6. An open mind, intellectual curiosity, and respect for the opinions of others.

7. Initiative and ability to establish policies for successful operation of the library and impartial service to its patrons.

8. Courage: to plan creatively, to carry out plans effectively, and to withstand pressures and prejudices.

9. Devotion to the library, its welfare and progress."

Trustee and the Law

It is very important for trustees to have a thorough acquaintance with library law--it will instruct trustees not only on what must be done, and what must not be done, but what may be done. What may be done is of significant importance when an imaginative librarian and board begin to uncover new avenues for service.

The State Library and library systems attempt to keep abreast of library legislation at the state and national levels and are happy to help explain new and existing legislation when questions arise on the part of local trustees.

According to KSA 12-1218 et. seq., a library may be established by a city, township or county after a favorable majority vote. Subsequent laws have added two types of library districts to these taxing entities. In all of these cases a referendum may be called by resolution of the governing body and must be held if ten percent of the voters so petition.

According to various Attorney General's opinions, libraries which were operating prior to 1951 may be recognized as de facto corporations or public libraries. If such libraries are generally recognized by the public, they have virtually the same standing as if they had been regularly organized. However, to have benefit of the de facto rule there must be bona fide attempt to comply with the law. Under this interpretation it is not sufficient for a city to contribute varying sums to the library in the form of donations to give the library public status. There must be annual adequate financial support and compliance with the law as to maintenance and operations of the library and establishment of the board.

The public library board under Kansas law is given corporate status; it possesses "the usual powers of a corporation for public purposes. It may contract, sue and be sued, and acquire, hold and convey real and personal property in accordance with law."

A library board as a corporate body spends tax money, outlines a policy of service and is charged with various specific powers and duties which are:

a. To make and adopt rules and regulations for the administration of the library;

b. With the approval of the governing body of the municipality, to purchase or lease a site or sites and to lease or erect a building or buildings for the use of the library;

c. To acquire by purchase, gift or exchange, books, magazines, papers, printed materials, slides, pictures, films, projection equipment, phonograph records and other material and equipment deemed necessary by the board for maintenance and extension of modern library service;

d. To employ a librarian and such other employees as the board shall deem necessary and to remove them and to fix their compensation;

e. To establish and maintain a library or libraries and traveling library service within the municipality or within any other municipality with which service contract arrangements have been made;

f. To contract with other libraries established under the provisions of this act or with the governing body of a municipality not maintaining a public library for the furnishing of library service to the inhabitants of such municipality to the extent and upon such terms as may be agreed upon, and to contract with any school board to furnish library service to any school library or to use the library facilities of the public school to supplement the facilities of the public library;

g. To receive, accept and administer any money appropriated or granted to it by the state or the federal government or any agency thereof for the purpose of aiding or providing library service;

h. To receive and accept any gift or donation to the library and administer the same in accordance with any provisions thereof;

i. To make annual reports to the State Librarian and the governing body of the municipality on or before January 31st of each year for the preceding calendar year, showing receipts and disbursements from all funds under its control, and showing such statistical information relating to library materials acquired and on hand, number of library users, library services available, and other information of general interest as said governing body may require;

j. As to money received from sources other than a tax levy for library purposes, in its discretion, to place such money in a separate fund or funds, or to place the money in the fund to which the tax levy money is credited unless the grantor or doner shall direct how and for what purpose the money shall be handled and spent. (K.S.A. 12-1225)

Since all these powers and duties are the legal responsibility of library trustees, the proper organization of the library board under Kansas law cannot be over emphasized.

The club library has no status under Kansas law. While it is under no particular restrictions as to size of its board, or service to the public, (although to receive services from the State Library it is necessary for it to file compliances under the Civil Rights Act with the State Library) the club library cannot become a voting member of a regional system and is ineligible to receive cash grants from a system.

This is because system funds are public monies and state law forbids the use of public funds to support private institutions. In this respect, the statutes make no distinction between service organizations such as club libraries and social organizations such as Elks Clubs.

However, traditionally cities have given donations to club libraries to help support library service to a community, and arrangements for contracts for library service give a stricter control over services received by the public and are acceptable practice.

K.S.A. 12-2903 and K.S.A. 12-2904 constitute an act concerning intergovernmental cooperation. It authorizes contracts between public agencies (this includes city and county governments, library boards and library districts) and any other public agency, state or private agency. The term "private agency" is defined as "an individual, firm, association or cooperation" and includes club libraries.

Under this act it is possible for municipalities and systems to contract with club libraries for library services under certain circumstances and with certain limitations. The agreement must include:

1. Its duration.
2. The precise organization, composition and nature of any separate legal or administrative entity created thereby together with the powers delegated thereto, provided such entity may be legally created.
3. Its purpose or purposes.
4. The manner of financing the joint or co-operative undertaking and of establishing and maintaining a budget therefor.
5. The permissable method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete transaction.
6. Any other necessary and proper matters.

The law further stipulates that the agreement must not relieve an agency of any obligation or responsibility imposed upon it by law and must only aid in the performance of the obligation or responsibility.

Since any agreement or contract made under K.S.A. 12-2903 et seq. must have the approval of the Attorney General before it takes force, it is important that any library which contemplates signing such an agreement employ the services of a lawyer in drawing up the agreement so that it will be in proper form and compatible with the laws of the state.

The appointments to most public library boards are made by the official head of a municipality with the approval of the governing body. There are two exceptions to this--composition of regional library system boards and one type of district library board.

County and township library boards have five members each; all classes of city library boards have seven members; regional library boards established under K.S.A. 12-1231 (at present this applies only to the Pottawatomie-Wabaunsee Regional Library) have six appointed members. The regional library system board consists of one representative from each taxing library in the system, plus a number of people appointed by the governor to represent territory outside previously established library taxing districts. A district library established under K.S.A. 12-1236 has seven elected trustees. (Currently this law is being used only by the Miami Library District #1 with headquarters at Louisburg.)

The official head of a municipality (mayor, chairman of the board of county commissioners, etc.) is an ex officio member of all other library boards except regional system boards and those established under K.S.A. 12-1236. A regional library like Pottawatomie-Wabaunsee includes the heads of all counties (or townships if the regional library consists of only several townships) involved. The head of the municipality has the same power to vote and the same responsibilities as any other member.

The original appointments to a library board are made for staggered four year terms. After two consecutive four year terms a person is not eligible for reappointment until two years have elapsed.

Since the official head of a municipality may have little background in what consistutes a good board member, it is entirely ethical for the board to communicate with him, when an opening occurs, listing desirable qualifications and perhaps suggesting several names. If this is done, enough names should be submitted so that the official has a wide latitude of choice.

Although tenure is limited by law there is a tendency to reappoint board members for lengthy periods. When a trustee has devoted years to promotion of library activities, it is natural to wish to benefit from the interest and knowledge of that individual. However, the library may profit equally if a new trustee is appointed because the former trustee will remain a good friend of the library and promoter of its interests, while the new board member will in turn become increasingly involved in library activities.

Kansas statutue (K.S.A. 12-1224) requires that a library board elect a chairman, secretary, and treasurer annually. Although the board determines the frequency of meetings and writes this into by-laws, it is usual for board meetings to be held monthly because of the necessity of hearing the monthly treasurer's report (monthly reports are required by K.S.A. 12-1226) and for the paying of bills.

The stipulation of a certain number of board members present in order to transact business is called a quorum and should be included as one item in the by-laws. A quorum is customarily a majority of the board.

Duties of Officers

CHAIRMAN

The chairman and the librarian should prepare the agenda for the meeting in advance. This should be mailed to all board members so that they will not come to the meeting unprepared.

The most important thing for the chairman and the librarian to keep in mind is to make each board meeting meaningful--one of the prime reasons for absenteeism is boredom. The agenda should follow something of this pattern:

Roll call
Minutes of the last meeting
Communications and correspondence
Librarian's report
Financial report and approval of expenditures
Reports of standing and special committees
Old business
New business

Routine business and minor items should be disposed of as quickly as possible to leave time for discussion of important matters.

Except when the librarian's salary is being considered, board meetings should never be held without the presence of the librarian.

All board members should attend meetings regularly--inability to do so should disqualify individuals for board service. It is natural to debate certain library programs, but once a decision has been made all board members should publicly and privately back the library's actions. From time to time, material that must remain confidential will be considered by the board--pains should be taken to keep it confidential.

In addition to drawing the agenda, the chairman presides at the meetings, guiding the discussion and insuring coverage of topics. He signs all contracts and voucher checks with the secretary of the board.

SECRETARY

The secretary should record the proceedings of each meeting in a book provided for that purpose. The record of proceedings should be read at the next meeting, corrected if necessary, and approved (this should be noted in the minutes). The secretary and the chairman should sign the minutes of each meeting after they are approved by the board.

The secretary's minutes are the official record of board action. The minutes should include: (1) The nature of the meeting, whether regular or special, the time, the place, those present, the approval of the last minutes. (2) Complete record of official action taken by the board relative to the librarian's report, communications and all business transacted. (3) Record of adjournment--no business may be legally transacted following adjournment. (4) The secretary must record all motions exactly as stated and show whether adopted or rejected since this is the legal voice of the board, and only that information recorded in the minutes can be considered official.

A regular procedure in recording motions should be followed. The following is a suggested form:

> Mr. Richard Jones moved and Mrs. Lillian Smith seconded, that the board authorize the purchase of an automatic charging unit as recommended by the librarian. Yeas--Tarrant, Jones, Smith, and Richards. Nays--Archer and Thompson. The chairman declared the motion carried.

The secretary should also keep a note of when members arrive and leave during meetings in order to prove the existence of a quorum during the entire meeting.

In addition, the secretary writes official letters of the board and keeps these filed with records.

TREASURER

The treasurer receives from the treasurer of the municipality all public funds and any gifts collected by the library. The treasurer should be bonded in an amount determined by the board and the municipal government. This bond should then be filed with the clerk of the municipality. Disbursements from the library account are made by the treasurer upon signature of the chairman and secretary of the board. The treasurer keeps a record of all money received and spent and reports on the library's finances as often as is required.

Trustee and Finance

Three fourths of the public libraries in Kansas rely on property taxes for the major part of their income. These libraries are eligible for a share of municipal property tax receipts because of their establishment under state laws as public libraries. What constitutes a public library is discussed in the section on laws in this handbook. Upon the establishment of a public library, the governing body of the city, district, township or county is authorized to levy an annual tax for its maintenance. Such taxes must be levied in accordance with the limitations set by state law. A few libraries are financed from the profits of municipally owned utilities. If budgeted, the city governing body may, under some circumstances, transfer money from non-property tax funds.

There are also many libraries in Kansas which receive their support through club, church groups and civic organizations. Still other libraries obtain a substantial part of their revenue from bequests or endowments.

Since most public libraries depend on property tax revenue, it is essential for library trustees to know how these funds are raised. The authority for all units of local government to levy taxes comes from the state. The city, county, and all other units of local government have only those taxing powers which are given them by the state legislature. In general, the Kansas legislature has not seen fit to give libraries the right to levy taxes on their own. (There are three exceptions - some first class city libraries, district libraries established under K.S.A. 12-1236, and regional systems of cooperating libraries.) Most libraries, which have been incorporated as public libraries, are authorized to certify the amounts they need to the city council, county commissioners or township trustees.

The governing body then includes in its budget an amount for the library. The governing body is limited by the legislature in the amount that it can raise from the property tax for the library. The budget is certified to the county clerk who then computes the tax rates needed to raise the money set forth in the budget. The property owner pays the amount levied to the county treasurer who in turn transfers it to the city or township treasurer and he to the library.

Those cities with population over 35,000 but under 150,000 are covered by a separate act of the legislature. The libraries in Topeka, Salina and Hutchinson operate under the provisions of K.S.A. 12-1215 and K.S.A. 12-1216. Wichita City Library operates under the provisions of K.S.A. 79-1949. (The Kansas City Kansas Public Library operates under the authority of the public school board, as provided by K.S.A. 72-1623 - 1626.) In these cities the library boards are authorized to prepare their own budgets and to certify them directly to the county clerk who levies a separate amount for the library against each piece of property. The libraries in these instances receive the money directly from the county treasurer. The city government is not involved. In some respects these few libraries may be thought of as being separate units of government as is a district library established under K.S.A. 12-1236 and a regional system of cooperating libraries board.

The total amount requested for a library must be within the tax limits set by the state legislature. The legislature expresses these limits in terms of mill rates or mill levies. In essence this is simply a statement that citizens cannot be taxed more than so many cents per dollar of assessed valuation for maintaining a library.

Current library mill levies are given in the following chart:

First class cities over 150,000 (Wichita)	3.5 mills (shared with several other services)
120,000 - 200,000 (Kansas City)	2.5 mills (permitted under K.S.A. 72-1623a)
35,000 - 150,000 (Hutchinson, Salina, Topeka)	2.5 mills (library levies directly - outside aggregate)
Less than 50,000	2 mills (1 mill outside aggregate) K.S.A. 79-1951
Second class cities	3 mills (2 mills outside aggregate) K.S.A. 79-1952
Third class cities	2 mills (inside aggregate) K.S.A. 79-1953
Counties	1.5 mills (outside aggregate) K.S.A. 1967 Supp. 79-1947
Urban area counties (Johnson County)	2 mills K.S.A. 1967 Supp. 79-1947 (½ mill inside aggregate)
Townships	1 mill (outside aggregate) K.S.A. 79-1962
District (Pottawatomie-Wabaunsee)	1.5 mills (outside aggregate) levy limits applying to counties
District (Louisburg)	1.5 mills
Regional library systems	.5 mill on property outside current library taxing areas levying more than .25 mills

The mill rate levied for the library may be discovered by looking at the total assessed tangible valuation and the amount that the governing body decided to raise for the library; take the library funds and divide by the total valuation. For example, if $36,000 were to be raised in a city with an assessed valuation of $24,523,815 the rate would be 1.472 mills which is

computed by:

$$\text{assessed valuation} \overline{)\text{mill rate}\ \text{amount to be raised}}$$

$$\$24{,}523{,}815 \overline{).001472\ \$36{,}000}$$

Governing bodies frequently do not and, practically speaking, cannot levy the full amount the legislature allows for each municipal function. The legislature has established the maximum which may be levied for each of the various functions, but it has also set a total limit which cities may levy. This limit is called the aggregate mill limit levy. Occasionally when authorizing levies for particular purposes the legislature excludes them from the aggregate limits. Most library levies are within the aggregate, but the legislature has authorized the exceptions which are listed in the previous table. The more lenient provisions have been helpful to those libraries desiring to take full advantage of the possible mill rates. But even with various exceptions to the aggregate all libraries still compete to some extent with other departments for funds. This competition is liable to be quite severe because the total of the mill rates allowed for the various services is considerably more than the aggregate limit. A governing body might be very unwilling to give the library 75% of its levy limit under the law if that meant it could then allow the fire department only 25% of its authorized mill rate.

The importance of money to the quality of library service is indisputable, yet often libraries do not compete well with other municipal agencies for tax support. It is not unusual for the local library to fall far down the priority list for tax dollars, being considered after street repair, fire equipment, and sewers. The problem faced by local governments when there is not enough money to go around has already been discussed in a prior section, but there is no doubt that many libraries are not given their "fair share".

When a library is neglected financially it is often difficult for board members, who are so closely involved, to understand the source of the problem. Three frequent and inter-related situations are often the answer:

1. The community and the city administration do not understand and appreciate library service.

2. The library administration considers it sufficient to be a public library and therefore a "good thing", deserving of uncritical support. Since all municipal agencies offer important services to the community, it is vital for the library to have a valid program for the use of the money it requests.

3. The financial reports of the library are confusing and "unprofessional". Standard techniques of budgeting, accounting and financing should be used in order to indicate the wise and efficient use of previous appropriations and to demonstrate that tax money will continue to be conscientiously spent. As already mentioned in a previous chapter this does not consist solely in keeping library expenditures at a minimum.

The budget is the single most important item upon which the board and librarian collaborate. A careful consideration and re-evaluation of the budget is not a last minute effort, but should be done at several board meetings over a period of months.

The library board should establish a long range plan for the library and consequently, long range budget planning. This over-view of library programs should be explained to officials prior to budget time--this is particurlary important if the library plans to launch new services for a building project.

Usually libraries budget and plan operations only a year at a time; economizing in bad years, expanding in others, without realizing that a projected library schedule with a series of improvement steps would facilitate the library's position with the community and local officials. Although projected programs cannot be budgeted for in detail, estimations of cost can be made which are valuable guidelines for fitting the library into overall community planning.

Two types of budgets are used by public libraries--the first of these, the line budget, utilizes several traditional budget hearings, these are usually capital expenditures, operating expenditures, salaries, and books. (Some libraries list salaries and books under operating expenditures.) This budget format has the sanction of long usage and, in addition, is familiar to the public officials who review it. However, under a line budget, cost of any one program is difficult to ascertain.

This budget is now replaced frequently by a performance or program budget. This format groups all costs of particular activities together. Under this formula, salaries, equipment, supplies and materials for children's services program are summarized together so that the librarian, board members, and civic officials can easily see the cost of the entire program.

Both budgets have value, and even when the library operates under a line budget, a program budget approach is often valuable because of the financial

evaluation it provides. Kenneth E. Beasley recommends activity or program budgets for statewide statistics because of the clearer picture they provide of library services and expenses.*

Tables 1 and 2 which follow this section show the same library with funds broken down according to both the line and program budget formats.

A written budget justification should be prepared to present at the same time that the budget request is submitted. Although it is natural to rely heavily on circulation increases the librarian and board should not make this their prime justification for a budget increase. Circulation figures may level off, or even drop, without the library's needs for funds decreasing in the slightest. Indeed an expanded reference service or a similar program could demand more money, but services of this type are often not reflected by an increase in circulation figures.

As a final step in the budget presentation, key board members should appear before officials to explain and answer questions. Although the librarian may attend this hearing, it is not the librarian's responsibility to present either the budget or its justification.

A drastic cut in services, such as hours open, should not be made by a library in "retaliation" for budget cuts, unless the budget and its justification clearly forecast that the service cutback would be necessary if sufficient funding was not made.

*
Kenneth E. Beasley. A Statistical Reporting System for Local Public Libraries. Monograph #3. Pennsylvania State Library.

Line Budget Format

Table 1

Salaries

Librarian	$6,500
Children's Librarian	$4,500
Librarian's Assistant	$3,500
Clerk 1	$2,500
Clerk 2 (½ time)	$1,500
Page	$ 300
Janitor	$ 500
Other personnel expenditures (as retirement, hospitalization insurance)	$ 400

Operating

Books	$6,000
Periodicals	$ 550
Newspapers	$ 100
Records	$ 300
Utilities	$1,000
Phone	$ 70
Memberships	$ 50
Printing & advertising	$ 200
Supplies	$ 500
Maintenance Supplies	$ 130
Insurance	$ 300

Capital Outlay

Range of shelving	$ 700
Paint for children's room	$ 400

Table 2

Administrative Activities

Salaries	$2,275	head
	$1,250	clerk 1
Supplies	$ 50	
Memberships	$ 50	
Personnel (misc.)	$ 400	

Book and periodical acquisition

Salaries	$2,600	head
	$ 675	clerk 2
Supplies	$ 375	total
Capital outlay	$6,000	books
	$ 550	periodicals
	$ 100	newspapers

Services to adults

Salaries	$ 180	page
	$1,300	head
	$3,500	librarian assistant
	$ 750	clerk 2
Advertisement & printing	$ 70	
Supplies	$ 75	
Capital outlay	$ 700	range of shelving

Services to children

Salaries	$4,500	children's librarian
	$1,250	clerk 1
	$ 120	page
Advertisement & printing	$ 30	
Capital outlay	$ 400	painting room

Maintenance

Salaries	$ 500	janitor
Utilities	$1,000	
Phone	$ 70	
Maintenance	$ 130	
Insurance	$ 300	

Other materials

Salaries	$325	head
	$ 75	clerk 2
Records	$300	
Advertisement & printing---exhibits	$100	schedule

Trustee and the Librarian

It is to be hoped that no library would ever have to make a decision between which to have - books or librarian - but a very good case could certainly be made for the primary importance of the librarian. Money for books is of little importance without a qualified librarian to select those books, and a good collection of books would be of limited value without a librarian to assist people in the use of them. Therefore, it is standard library practice for at least 65% of a library's budget to be used for staff; this is absolutely necessary if a good librarian is to be employed. The importance of paying a librarian adequately can not be over-emphasized. Salary, besides being dollar and cents, is an indication of the status of the librarian in the eyes of the board and the community.

The following list of librarian duties is taken from the American Library Association Small Library Project , Pamphlet #4:

The librarian should be able to perform the following administrative duties:

a. Work under the directives and approval of the library board on plans for the library's progress and development.
b. Prepare a sound library budget and explain and justify it to the board.
c. Keep the necessary records, compile and report statistics, and other information for the library board, local government, and State Library.
d. Supervise and direct the library staff and encourage staff members to improve their job performance.
e. Develop and administer policies relating to personnel, book selection, etc.
f. Act as the library's public relations representative in the community.
g. Exercise leadership in the future development and improvement of library service in the community, the general area, the state, and the nation.

Build and improve the library's collection of material by:

a. Wise selection of materials for the library in terms of community needs.
b. Awareness of the various tools and aids which evaluate or help to evaluate books and materials, and knowledge of how to use them to the best advantage.
c. Organizing library materials efficiently.

Help the public find what it wants and needs among the library's materials by:
a. Having a wide knowledge of books and other library materials and how to judge their quality and usefulness to people.
b. Having a sympathetic knowledge of people, their reading interests, and their needs.
c. If working with a special group (adults, young people, or children), having specialized knowledge of both the people and the kinds of books appropriate to their interests.
d. Knowing where to locate many different types of specific information.
e. Knowing how to go beyond his own library in search of information or materials.

Continuously develop his own library background by:
a. Taking library courses.
b. Attending library workshops, institutes, meetings, and conventions.
c. Reading generally to keep up to date with all kinds of books.
d. Reading library periodicals and books on librarianship.
e. Cultivating a general intellectual curiosity.

The board should employ a librarian it trusts to handle the responsibilities outlined above and then leave administration of the library to that person who will keep within the broad policy guidelines established by the board. As an example, the board should determine salary, sick leave, vacation and the like, while the librarian assigns duties to the staff.

Very generally speaking, the trustees represent the community and the librarian the library profession - this holds true even if the librarian has no professional library training. Representation of the community on the part of the board involves more than representing the taxpayer in the narrow sense; the duty of the board lies in not simply keeping library expenditures at a minimum, but to wisely help the community have the very best library service it is able to afford.

The librarian and the trustees complement each other in extending the services of the library to the community. The librarian-trustee relationship should be friendly and businesslike. In a small community the relationship between board and librarian can be particularly close because of many social

relationships probable between board members, librarian, staff and their families. For this reason care should be taken that these social ties not enter into board meetings unduly. The board should not permit staff to come directly to them with problems that should be handled by the librarian.

In addition, complaints from the public are the responsibility of the librarian and it is at the librarian's initiative that they should be discussed at board meetings. However, certainly if complaints come to the attention of the board regularly, with no attempt at solution by the librarian, some time should be given to a survey of the situation.

Librarians should be encouraged by board members to undertake the responsibilities that are properly theirs, even though some librarians who are accustomed to lean upon board members for administrative help may be reluctant to assume their proper role.

Larger libraries may wish to hire a "professional" librarian. This term is used to mean a librarian who has had graduate training in library work, leading either to a second B.A. or an M.A. degree. These people, with their intensive background in library service, command higher salaries than untrained librarians. The first place to look for a professional librarian is probably at the one graduate library school in Kansas. Located at the Kansas State Teachers' College in Emporia, it was the first library school west of the Mississippi and has been in almost continuous operation since 1902. It is accredited by the American Library Association and its graduate degrees are nationally recognized.

The objectives of the Department of Librarianship, as quoted from its

prospectus of October, 1967, are:

1. To provide basic professional education for persons who wish to prepare for careers in librarianship.
2. To provide specialized education in particular areas of librarianship.
3. To provide opportunities for continuing education.
4. To cooperate with librarians, educators, and others in strengthening all types of library service.
5. To participate in activities contributing to the advancement of the library profession.

Information about placements, in-service training and the like may be obtained by writing:

Department of Librarianship
Room 207
William Allen White Library
Kansas State Teachers' College
Emporia, Kansas 66801

Library Policy

No matter how qualified the librarian, he or she needs the guidance of the board through a series of policies. Policy should be drawn up in four areas - personnel, operation, materials(book selection), and service. These policies should be broad outlines of intent and should not be rigid with detail, except in particular matters such as vacation schedules, salary, hours open and the like. Policy is the librarian's framework upon which to build service to the public.

The librarian should be requested by the board to draw up a preliminary series of policies for trustee consideration. The librarian, the staff, and the board may gain help from reading the American Library Association Small Library Project, Pamphlet #2 which gives a variety of library policies. Sample policies from Kansas libraries may be obtained through the office of the State Librarian, and assistance may be requested from the various system headquarters. However, since policy is drafted to fit the particular library, it should not be copied from any other library, but should be uniquely the library's own, tailored to fit the individual library.

Personnel policy should include a pay schedule, qualifications for various staff positions, retirement, vacation, and sick leave.

Operating policy should deal with hours open, holidays, fines and fees, acceptance of gifts, payment of organizational dues,and the like.

The service policy should describe the library's attitude toward the extension of services, services to special groups such as students, non-resident borrowers, and system residents.

The policy on materials or book selection is highly important. The usual justification for book selection policy is made in reference to censor-

ship of library materials. Book selection policy should spell out clearly the library's stand on controversial books and the library's belief in intellectual freedom. For this reason the American Library Association's statement on Freedom to Read and the Library Bill of Rights are often included in library policies. (Both documents are in appendices of this handbook.)

However, a good book selection policy should not limit itself to a possible censorship problem, but should be designed to answer two questions - what is the library's community like, and what are the goals of the library in serving the community?

Every library faces pressures from many sides - from parents who want more books for pre-school children; from teachers who expect material on the same subject for a dozen students; from fiction readers who demand new novels, or westerns, or mysteries. However, since buying only at the demands of current library users is an improper usage of public money which is obtained from all citizens of the community, knowing the whole community and its needs is necessary for the library. Priorities must be established in order to continue to serve present users and to expand services to people who pay for the library, but as of yet have not found it useful to them.

The book selection policy should contain provision for:

1. The library's stand on controversial material.
2. Percentage of fiction to non-fiction in the collection.
3. Percentage of children's to adult books in the collection.
4. Emphasis on subject collections that are of particular interest to the local community - materials for foreign language groups, and materials on local history are two examples.
5. How much response should be given demand of present users.

The librarian should be encouraged to purchase tools to help in selecting materials and to attend workshops sponsored by regional library systems in

book selection. It should be emphasized that title selection is the responsibiiity of the librarian. The old book selection committees of library boards were cumbersome and justifiable only when the librarian was unable to assume a duty for which she was specifically hired.

Friends of the Library

The popularity of Friends of the Library Organizations is growing in Kansas and many libraries are interested, but uncertain about exactly what is involved. Trustees ask why develop a Friends Organization to represent the community's interest in the library when this is already the responsibility of the board--why have a formal Friends Organization when the library already has a community of friends?

The answer is that the roles of the library and the Friends of the Library Organizations are different and complimentary. While the library's purpose is to purchase, organize and encourage public use of its resources, the Friends purpose is to support the library and create support and interest by the public in the library as an institution.

A Friends group should be entirely independent of the library board, but it should work closely with them and never undertake projects which do not have full trustee knowledge and approval.

Information on how to form a Friends Organization may be found in several of the books in the bibliography and may be read for further detail, but generally speaking, these are some of the activities that Friends may profitably engage in:

Support library bond issues and building campaigns.
Sponsor displays, exhibits, children's story hours, programs and other special events.
Encourage public gifts and bequests.
Develop public interest in the library, its services, and its needs.

There is a division of the American Library Association devoted to Friends and also one in the Kansas Library Association.

A Friends of the Library Organization may be particularly active in National Library Week activity. National Library Week was launched in 1958 and is now an annual campaign to focus public attention on reading, the role of libraries, and the importance of literacy.

National Library Week is always scheduled during April and is an occasion for giving maximum exposure to reading and libraries through the various news media. The National Library Week program is sponsored by the National Book Committee Incorporated in cooperation with the American Library Association.

National activities during the Week create a backdrop of attention for reading and libraries, while the state and local committees relate Library Week specifically to the interests of Kansas and its citizens.

The Kansas Library Association sponsors a "National Library Week In Kansas" series of activities which organizes a variety of publicity projects and free materials for distribution in Kansas libraries.

At the American Library Association meeting in 1960, the Association officially endorsed National Library Week activities and emphasized the role of the library trustee in it:

> Whereas the public library trustee in each community has the basic responsibility for providing the best possible library service to its citizens of all ages; Be it therefore resolved that each trustee should use National Library Week as a time to spotlight the needs and services of all the library resources in the community and to enlist the support of all citizens groups in a year-round program; and The American Library Trustee Association recommends that trustees take the lead in forming local community, civic, educational, cultural and recreational groups to promote better library services.

Trustee and Library Standards

Descriptions of what constitute standards for library service exist in readily available and easily accessible forms. The American Library Association has published Public Library Service: A Guide to Evaluation with Minimum Standards which sets forth standards for metropolitan libraries and library systems, and Interim Standards for Small Public Libraries which does the same for the small public library.

Committees of librarians worked out the first drafts of these standards, they were examined and reviewed by still other trustees and librarians, and were finally adopted by the Association as a whole. All boards should request copies from regional systems or the State Library.

These library standards are not an expression of the highest quality of library service possible, but of what should be the average service that an individual and a community are entitled to expect.

But upon first reading of Interim Standards Kansas library boards may consider standards not minimum, but utopian. Most taxing libraries are close to levy limits and perform the limited service they have money for well - doing more seems impossible. Should standards be discarded as having no pertinence to Kansas libraries? Is it enough to serve some of the community and disregard the rest? This limited approach to library service would be satisfactory if books were like gallons of water. No one would argue that a town of 500 people needs as large a water reserve as a town of 50,000 people, but the citizens of a community of 500 may well have almost as many interests, hobbies and as much intellectual curiosity as the citizens of a city.

Standards of performance exist for most government and community service

agencies. The public expects that all these agencies abide by established standards for the protection of the taxpayer and his environment. If hospitals, schools, police and fire departments in small towns adhere to nationally established standards, libraries can expect to do no less.

The small library cannot be satisfied with its old modest goals, but must strive to give the best service possible. Library boards should not shrink from the implication that the only way to achieve good service is in cooperation with other libraries in Kansas.

Trustee and Inter-library Cooperation

> 'Cooperation' is one of the 'good words' of our society, and 'interlibrary cooperation' are good words in the library profession. But why? Why should not each individual library strive only to improve and perfect its services to its own governmental jurisdiction to which it has direct, primary responsbility, and let others do the same.
>
> The answers lie, I believe, in the general acceptance by the general majority of Americans of the principle that equalification of educational and social services for the public good is a primary objective, and the equally general knowledge that our government structure, which is based on localism, is not easily geared to accomplish this objective... *

The interlibrary cooperative effort in Kansas began in September, 1960 with a three month bookmobile demonstration in Kingman County. It was followed by a demonstration by the Traveling Libraries Commission of library service on a regional basis with the Pottawatomie-Wabaunsee Library Demonstration. A concentration of books, personnel, bookmobiles and publicity resulted in a vote to make the two counties a regional district library under K.S.A. 12-1231.

The success of the Pottawatomie-Wabaunsee project encouraged the State Library to undertake a similar project in Wyandotte County which eventually resulted in the establishment of a county library.

It became apparent that small one and two county demonstrations were impractical if Kansas libraries were to witness an appreciable change in library services within one hundred years simply because of the number of counties in the state.

An expansion of the demonstration concept was launched on a slightly larger basis with the Northwest Kansas Association of Cooperating Libraries. Again books, a consultant, workshops, a bookmobile, and publicity were con - centrated in a relatively small area - this time the emphasis being on work

*Carma Leigh, California State Librarian, in an article in Interlibrary Cooperation, the"Public Library Reporter,"#12.

with established libraries to improve services, facilities and personnel.

The funding of the Library Services and Construction Act was the major turning point in the development of Kansas library cooperation. With LSCA funds apportioned into seven grant areas for expenditure, local librarians began meeting for the first time to discuss needs within individual libraries and possibilities inherent in cooperative programs.

In June, 1966 three areas, Central Kansas, Northwest Kansas, and Southeast Kansas, where the State Library had concentrated work in the early days of LSCA programs,were designated regional systems of cooperating libraries under legislation based on the cooperative programs which the legislature saw local libraries constructing. The new system law built upon the framework already being used by local libraries themselves and was the result of an intensive study of Kansas library service by the Legislative Council of the Kansas Legislature. Copies of this first report are available upon request from the State Library and the complete citation to the work may be found in the bibliography.

By December of 1967 four other areas, Northeast Kansas, North Central Kansas, Southwest Kansas, and South Central Kansas, had been designated as regional library systems and the Legislative Council again initiated a study of the operations of Kansas libraries in order to discover what advances had been made. The report stated in part:

> K.S.A. 75-2547 et seq provided that upon the filing of petitions by local libraries which were willing to extend their services outside their boundaries, the State Library Commission could approve the creation of a library system...Persons in the area thus would be guaranteed the free use of all participating libraries. Local financial support of the regional system would be provided by a tax not to exceed one-half mill on all territory not in a library district which levied at least one quarter mill.

> The purposes of the program developed by the State Advisory Commission are to preserve the autonomy of the local libraries, and to strengthen and upgrade their services to the people of the area... The 1965 law has resulted in substantial improvements in local library services throughout the state. The Committee was impressed by accomplishments reported in upgrading the quality, kinds, and quantity of local library services, and by the increasing use of library facilities.*

Kansas library trustees have been kept informed about regional library system development through efforts of the individual system areas, through articles in the Kansas Library Bulletin and through visits from state and and system personnel. Every trustee should have a full background in the activities of the regional systems of Kansas - even if his library has decided not to participate in their activities.

Regional library systems as they now exist, are probably not the final solution for providing good library service to Kansas. By the 1968 Session of the Legislature two alterations had already been made in the original law; to permit the entrance of academic libraries to regional systems, and to allow executive boards of the system to conduct system business. A copy of the law, as amended, is included in the appendices.

As Miss Janice Kee wrote in Public Library Development in Kansas Since 1956;

> Periodic library research and updating of the laws are essential elements of a state-wide program of library development...the 'systems law' is a very important step toward achievement of better library services in the state. It is important to note, however, that this is a single step, and there are many steps yet to be taken in achieving the goal, 'adequate library services to all citizens of the state', which is one of the state purposes of the law.**

*Education Committee of the Legislative Council, Report to the Legislative Council, 1968 Legislative Session.

**S. Janice Kee, Public Library Development In Kansas since 1956, Kansas State Library Advisory Commission.

Trustee and Library Associations

The Kansas Library Association has been one of the prime forces in moving toward "adequate library services to all citizens of the state". Within the framework of KLA and other library associations, trustees and librarians at the local level may positively influence statewide, as well as system programs.

The purposes of the Kansas Library Association, as quoted in by-laws, are to:

1. Promote library service in the state of Kansas
2. Promote the profession of librarianship
3. Promote fraternal relations among librarians and those interested in libraries

Dues to the Kansas Library Trustee Association are currently $3.00 and should be sent annually to the KLA treasurer. The name of the present treasurer may be found by reading the report of KLA Convention activity in the pertinent issue of the Kansas Library Bulletin.

The KLA Convention is an annual affair which every board member should attend; no matter how small the library at least one trustee should be there. Each Convention offers a chance to talk with other trustees, meet officers of the American Library Association, view exhibits, tour hosting libraries, and hear outstanding speakers.

On a larger level, the most influential national library organization is the American Library Association.

> The American Library Association is the oldest and largest national library association in the world, with 14 divisions, 58 state, regional and territorial chapters, and 12 affiliated organizations. Founded in 1876, the Association has a membership today of more than 35,000 librarians, libraries, library trustees and friends of libraries.
> The object of ALA is to extend and improve library service and librarianship in the United States and throughout the world. In the furtherance of the objective, it seeks to make books and ideas vital forces in American life, to make libraries easily accessible to all people, to improve professional standards of librarianship, and to create and publish professional literature.
> The ALA establishes standards of service, support, educational qualifications, and welfare of libraries and library personnel, and promotes the adoption of such standards in libraries of all kinds.
> It safeguards the professional status of librarians through accreditation of library schools. It provides leadership in a nationwide program for recruiting competent personnel for professional careers in librarianship. It promotes popular understanding and public acceptance of the value of library service and librarianship.
> Its liason with federal agencies benefits libraries in many ways, for example, the enactment and administration of the Library Services and Construction Act and other federal legislation affecting libraries.*

A $6.00 membership fee entitles each trustee to membership in the Public Library Association and the American Library Trustee Association of the American Library Association. This includes listing in the ALA Membership Directory and receipt of the American Library Association Bulletin.

The address of the American Library Association is 50 East Huron Street, Chicago, Illinois, 60611.

*American Library Association Bulletin, November, 1967.

Trustee and the State Library

A knowledge of the organization of, and service offered, by the Kansas State Library is of great importance for modern Kansas trustees.

The State Library was established under an appropriation included in the Federal Act of 1854 which designated the Kansas and Nebraska territories.

By the 1870's there were two departments in the State Library - law and "miscellaneous". The law library has continued to build and today offers services to the Supreme Court, state agencies, and lawyers of Kansas.

The second department's collection also grew to include

> ...a selection of the biographical, political, statistical, financial, economic and scientific writing of the best authorities; and such works of a general character as seem to have a special adaptation for the use of those chosen to perfect the legislation of the State, or to interpret and administer its laws. *

The "miscellaneous" collection is now one of the finest resource centers in the state, serving as special library to the legislature and state agencies, and participating in a statewide interlibrary loan service as part of the State Library's role as a "libraries' library".

All branches of the State Library are under the administration of the State Librarian. He is appointed by the Governor, with the approval of the Supreme Court, and must be a professional librarian with at least five years experience in library administrative positions of responsibility before being appointed State Librarian.

*H.J. Dennis, State Librarian, Eighth Biennial Report Of The Condition Of The State Library, September 9, 1892.

Although tailored to fill needs of Kansas government, the information and reference services of the State Library are important to public libraries of the state. The Reference Library fills mail requests for information and materials for Kansans who have no local libraries; directly serves public libraries who do not belong to regional systems; and participates in the Kansas Information Circuit.

The majority of the State Library's books and other materials relate to the needs of government; included are materials on administration, taxation, social sciences, law and Kansas history.

The State Library is a federal documents depository and has been receiving these documents since the Civil War period. Current federal documents include House and Senate Bills, congressional reports, laws, research and survey reports, census records, publications of the hundreds of departments, divisions, bureaus, commissions and other agencies of the federal government.

Documents of the state of Kansas are available since 1861 and the Reference Library also receives publications from many other states.

Since 1909 the Reference Library has carried on a bill indexing service and has a complete catalog of all legislative bills introduced since that time - whether the bills became laws or not. The index to these bills is in the form of an alphabetical card file and includes both author and subject entries.

The State Library is also a publisher of material for libraries. The Kansas Library Bulletin is the official publication of the Kansas State Library. It is published quarterly and is mailed to approximately 3,400 persons in Kansas and 300 out of the state. All public libraries, trustees,

and Kansas Library Association members receive the Bulletin. A major purpose of the Bulletin is to inform librarians, trustees, and interested citizens in the state:

1. Of services available to them under LSCA
2. Of the Kansas State Plan for library development
3. Of the progress of systems in the state
4. Of general library development and activity

The Kansas Library Statistics and Kansas Library Directory is an annual publication of statistical reports which all public libraries are required to submit to the state agency. A copy is mailed to all public libraries in the state.

From time to time other publications are issued. These have included Kansas Library Development in Kansas since 1956 by S. Janice Kee; the Survey of Library Services in Kansas by the Kansas Legislative Council; the Library Trustee Handbook (now in its fourth edition); Library Laws of Kansas; bibliographies, various library historys and other materials.

One of the most important functions of the state agency in relation to public libraries is administration of federal money allocated to Kansas through the Library Services and Construction Act. Briefly, each "Title" is designed to do the following:

Title I: To promote the further extension of public library services to areas which are without such services or with inadequate services;

Title II: To construct public library facilities to serve areas which are without library facilities necessary to develop library services;

Title III: To establish and maintain local, regional, state, or interstate cooperative networks of libraries for the systematic and effective coordination of the resources of school, public, academic, and special libraries and special information centers;

The State Librarian is guided by the State Library Advisory Commission, a body with seven members who are also appointed by the Governor. One member of the Commission must be a member of the Kansas Federation of Women's Clubs and a second must represent either Kansas State University or the University of Kansas. The Chief Justice of the Supreme Court is the Commission chairman and the State Librarian is recording secretary and an ex officio member.

The State Librarian directs the Law, Reference and Extension Departments and, along with his administrative staff, coordinates various regional system activities, and the variety of federal programs available to the state.

The State Library is located in Topeka. The Office of the State Librarian is in room 521 of the State Capitol; the Law and Reference Libraries are on the third floor of the State Capitol; and the Extension Division is across the street at 801 Harrison.

The Extension Division was incorporated into the State Library in 1963. It is the original Traveling Library Commission established in 1899 through the work of The Kansas Social Science Federation (The Kansas Federation of Women's Clubs). Since the development of regional library systems its functions have changed and its collection is now designed to supplement the other State Library book collections and it is gradually being integrated with them.

The State Library is first and foremost a library for the government of Kansas. As government becomes increasingly complex, this responsibility becomes even more important than in the past and the need to assist government agencies and lawmakers in obtaining information quickly and accurately absorbs a great deal of staff time.

Title IV: In part A; to establish and improve state institutional library services, and in Part B; to establish and improve library services to the physically handicapped persons who are certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

The latter two titles are comparatively new and Kansas is now in the process of developing full-scale programs to take advantage of the federal money that will be available to Kansas under Titles III and IV. As the State Library's programs for providing interlibrary cooperation; and services to institutions and the physically handicapped are approved by Washington and introduced to the state, they will be reported in the Kansas Library Bulletin and revised sections in the Trustees Handbook will be distributed.

Title I has been used primarily to promote public library cooperative programs in Kansas. This support has taken two forms up to the present time - encouraging the development of the seven regional system areas, and financing the Kansas Information Circuit program to provide interlibrary loan service to the state.

Since the support of system libraries by state taxes will be completed shortly, Title I funds will be turned to a variety of system component programs of a similar service nature as the KIC network.

Through Title II federal funds are available to public libraries to aid in the construction of new buildings or the remodeling of existing buildings. "Public library" for the purposes of Title II, is defined as a library established under the public library laws of the state of Kansas, receiving at least 75% of its support from public revenues, and providing

free service to residents of a community, district, or region, without discrimination. The term "construction" includes the construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and initial equipment for any such buildings including architects' fees, and the cost of the acquisition of land.

Before allocation of Title II funds is made to Kansas, the State Library must present to and have approved by the U. S. Office of Education, a State Plan for Public Library Construction. The purposes of such a plan are to set forth the manner and procedures under which Kansas will carry out its Title II program. The state plan sets forth criteria, priorities, and procedures for approval of projects for construction of public library facilities. These standards are designed to insure that libraries will be constructed first to serve areas which are without library buildings necessary to develop good library services.

The State Library uses the following criteria to determine a local library's eligibility for a Title II grant: The present facility must be inadequate as defined by either Interim Standards for Small Public Libraries; Public Library Service, A Guide to Evaluation with Minimum Standards; or Minimum Standards for Public Library Systems, 1966. The proposed building is reviewed to determine that it will be adequate as defined by the standards; that the new building will be located and planned so as to be able to give service to an area larger than the present service area and to an area which is part of a public library system. The governing body of the library must have plans for the extension of services to areas outside the present tax district and to an area which is part of a public library system. Trained librarians must function as administrative and technical staff of the proposed facility or the services of such librarians must be available for consultant

services. The proposed service program to be offered from the new library must be planned to meet the level of services as set forth in the standards.

The priorities assigned to eligible applicants to determine those who shall receive grants are:

> Those communities which have local matching funds on hand and which serve as a center in a regional system of cooperating libraries.
>
> Those communities which have local matching funds on hand and which serve as a participating unit in a regional system of cooperating libraries receiving service from a center for a regional system of cooperating libraries.
>
> Those communities which have local matching funds on hand and which have a public library.

In addition to the actual construction or remodeling costs, eligible costs allowed under Title II include administrative costs by the local public library in carrying out approved construction projects; architectural, engineering and inspection expenses; costs related to the purchase of land for the construction of a public library; site grading and improvement of land on which the library is located; and cost of public library equipment, such as shelving, card catalogs, circulation desks, reading tables, study carrels, elevators, information retrieval devices, etc. If money for any of these projects is spent before a Title II grant is approved, it is not considered an eligible cost.

The State Library uses these procedures in administering the State Plan under Title II: After the State Library has been notified by the U. S. Office of Education, usually in the summer or early fall, of the Kansas allotment of funds under Title II, for the current fiscal year, every public library in the state receives a LSCA, Title II Construction Questionnaire. The public libraries which return this Questionnaire and state that they are interested in applying for a construction grant, are sent an Application for LSCA Title

II Public Library Construction Grant. The State Librarian, with the advice of the State Library Advisory Commission, reviews those applications which have been returned, and authorizes grants to eligible applicants on the basis of the criteria and priorities of the State Plan.

All libraries are then notified in writing of the acceptance of their application, the amount of the grant allowed, or the denial of their application, stating the reasons for the denial. At this time, applicants are notified that they are allowed the opportunity for a fair hearing to appeal the decision of the State Librarian and the State Library Advisory Commission. All requests for fair hearings must be made, in writing, to the State Library within ten days following notification of the decision made on the application.

In the priorities previously mentioned, it is noted that the local library must have "local matching funds on hand", that is, deposited in a bank or immediately available, in order to be eligible for a construction grant. These local funds may be acquired in various ways, such as, special tax levies, bond elections, endowments, or gifts. The majority of library boards acquire local matching funds through bond elections. A 1935 Kansas Supreme Court decision prevents construction of a public building in which the cost exceeds the amount as published in the bond election notice or as printed on the ballot; therefore, if there is a possibility that federal funds may be available for such purposes, even though the amount of such funds is unknown at the time of the vote, the notice and proposal should so advise the voters. The Attorney General of Kansas offers the following suggested form for such a proposal: "Shall the City of _____ issue its negotiable general obligation bonds under the authority of (cite the statutory authority) in an amount not to exceed $_____ to provide funds for the purposes of (cite purposes for which bonds to be issued in language of statute), the proceeds from the

sale of such bonds to be used together with such other state or federal funds as might be available, the total cost of such (state purposes) not to exceed the sum of $_____." By wording a bond proposal in this manner, the voters would realize the total cost of the library they were approving. The local library must have at least 46.66% of the total cost of the project in local matching funds at the time of the application; a Title II grant will usually not exceed 53.43% of the total cost. However, a grant might be approved contingent upon the passage of a bond issue, but only in the event that the State Library had not received sufficient applications from libraries or communities with local matching funds on hand.

The local library must submit, with its application for a grant, a written building program. This is a written statement describing the purpose, scope and function of the library building. It states the specific needs of the library and outlines in detail the areas, their requirements, relationships, and functions within the building. It also includes the aesthetic character of the building and the type and nature of the furnishings and equipment. The building program should be a joint endeavor between the librarian, library staff, and the local governing body. Some library boards hire a building consultant to conduct the building program. An architect may aid with the building program but should not have any part in writing it, since it is to serve as his guide for the requirements for the building. The Federal Government no longer will make a construction grant in two phases, that is, a grant from one Federal fiscal year allocation and a second grant from the following Federal fiscal year allocation. Since the second grant would be dependent upon Congress making an appropriation the second year, the local library would run the risk of having only a partially completed project. The Kansas State Plan requires that construction begin within twelve months after a construction grant has been approved.

The local library is not allowed to enter into a contract with a bidder or to initate construction on a project until the project has been approved by the State Library and the U. S. Office of Education. Successful bidders must familiarize themselves with and conform to all provisions of the pertinent Federal and state labor standards, including minimum wage rates, overtime requirements, anti-kickback provisions, and equal employment opportunity (nondiscrimination against employees or applicants for employment because of race, creed, color, or national origin). Federal Regulations require that the new or remodeled library be accessible to and usable by physically handicapped persons, and that the site of the facility be evaluated regarding flood hazards.

More detailed information concerning Title II is contained in a document entitled Questions Often Asked About LSCA Title II Public Library Construction, copies of which are available from the State Library.

APPENDICES

Library Systems Law

75-2547. Regional system of cooperating libraries; purpose. The purpose of this act is for the state in cooperation with local libraries to provide adequate library services to all citizens of the state through the regional systems of cooperating libraries herein provided, by use of joint planning and financing of library services to improve existing service, to utilize such federal aid funds as may be available and to extend library service to persons not having the same at this time.

75-2548. Same; definitions. As used in this act, unless the context otherwise requires:

(a) "Board" means the library board of any library established or operating under authority of the laws of Kansas.

(b) "Participating board" or "participating library" means a board or library or district that is cooperating and participating in a regional system of cooperating libraries.

(c) "Regional system of cooperating libraries" means two or more libraries cooperating in a system approved by the state commission and officially designated as a regional system of cooperating libraries under this act.

(d) "System board" means the governing board comprised of representatives of libraries in a regional system of cooperating libraries, and which is authorized by this act to direct and plan library service for a regional system to the extent and in the manner provided by this act.

(e) "Library" may include school, community junior college, college or university libraries to the extent authorized by rules and regulations of the state commission, but does not include law libraries.

(f) "State commission" means the state library advisory commission.

(g) "System librarian" means a person (not a state officer or employee) who has been certified by the state commission as being qualified by education or experience to perform duties as a librarian for a regional system of cooperating libraries, and who shall attend system board meetings but shall not be a voting member thereof.

Each regional system of cooperating libraries established under or governed by the provisions of this act shall constitute a body corporate and politic, possessing the usual powers of a corporation for public purposes and may contract, sue and be sued and acquire, hold and convey real and personal property in accordance with law.

Subject to rules and regulations of the state commission, any system board many provide for the selection of an executive board to which it may delegate any or all of its legal functions except adoption of annual budget.

The following regional systems of cooperating libraries are hereby validated and established with names and territory, except territory excluded pursuant to law as specified by the state commission, as follows:

Northwest Kansas Library System, comprised of the counties of Trego, Gove, Logan, Wallace, Graham, Sheridan, Thomas, Sherman, Norton, Decatur, Rawlins, and Cheyenne.

Central Kansas Library System, comprised of the counties of Phillips, Rooks, Ellis, Rush, Pawnee, Smith, Osborne, Russell, Barton, Jewell, Mitchell,

Lincoln, Ellsworth, Republic, Cloud, Ottawa, and Saline.

North Central Library System, comprised of the counties of Washington, Clay, Dickinson, Marion, Marshall, Riley, Pottawatomie, Geary, Wabaunsee, Morris, Chase, and Lyon.

Southeast Kansas Library System, comprised of the counties of Greenwood, Elk, Chautauqua, Coffey, Woodson, Wilson, Montgomery, Anderson, Allen, Neosho, Labette, Linn, Bourbon, Crawford, and Cherokee.

South Central Kansas Library System, comprised of the counties of Kiowa, Stafford, Pratt, Barber, Rice, McPherson, Reno, Harvey, Kingman, Harper, Sedgwick, Sumner, Butler, and Cowley.

Northeast Kansas Library System, comprised of the counties of Nemaha, Jackson, Shawnee, Osage, Brown, Doniphan, Atchison, Jefferson, Leavenworth, Wyandotte, Douglas, Johnson, Franklin and Miami.

Southwest Kansas Library System, comprised of the counties of Greeley, Hamilton, Stanton, Morton, Wichita, Kearny, Grant, Stevens, Scott, Lane, Ness, Finney, Hodgeman, Gray, Ford, Haskell, Seward, Meade, Clark, Edwards, and Comanche.

75-2549. Same; petition for establishment; contents. Any one or more boards, may petition the state commission for establishment of a regional system of cooperating libraries comprised of territory which includes one or more counties, except territory supporting a library regularly subject to a tax levy of one-fourth ($\frac{1}{4}$) mill or more shall be excluded from the proposed regional system upon request of the governing body of the district making such levy. Such petition shall be prepared in cooperation with the state librarian on forms provided by him. Such petition may propose cooperative arrangements with institutions of higher learning. Such petition shall include but shall not be limited to the following information:

(a) A statement of purpose for establishment of the proposed system and an outline of the proposed program of the system.

(b) A list of the counties to be included in the proposed regional system of cooperating libraries and any exclusions therefrom.

(c) A list of the participating libraries within the proposed regional system of cooperating libraries, together with the names and addresses of the members of the board of each such library.

(d) Letters or resolutions from each of the boards of participating libraries indicating the interest and attitude of such board toward establishment of the regional system of cooperating libraries.

(e) A list of the current budgets of each participating library showing items for library material and personnel for each such budget.

(f) Indication of local support appropriate to the operation of the proposed regional system of cooperating libraries.

(g) The number of persons to be served by the system, showing those presently within the taxing districts supporting one of the participating libraries, and those persons not within such a district.

(h) Such other information as may be requested by the state librarian.

75-2550. Same; system board; membership; powers. The system board shall consist of one, or more representatives selected by each of the boards participating in the regional system, and one or more representatives appointed by the governor to represent territory not within the district of participating library board but within the territory of the regional system

of cooperating libraries. The petition proved for in 75-2549 of this act may propose the number of representatives of each such board, but the determination thereof shall be made by the state commission when approving such petition. The state commission shall consider any petition presented to it as provided in this act and if it approves such petition it shall adopt a resolution officially designating such particular regional system of cooperating libraries and describing the territory thereof which shall include one or more counties but shall exclude the territory of any taxing district which regularly levies one-fourth ($\frac{1}{4}$) or more mills of tax for the support of a public library upon the request of the governing body of the district making such levy. Any district so excluded may later petition to be added to and included in the regional system of cooperating libraries from which it was excluded and such petition shall be prepared and processed as other petitions provided for by this act. Additional counties may be added to the territory of any regional system of cooperating libraries upon petition by a library board located in such county and such a petition shall be prepared and processed as is provided in this act for initial petitions; except that the prior approval in writing of a petition under this sentence shall be obtained by the petitioning board from the regional board and attached to the petitions when submitted to the state commission. Within two (2) weeks after receiving notice of approval of a petition provided for under this act the board of each participating library and the governor shall select the number of representatives determined by the state commission and shall certify the names and addresses of such representatives to the state librarian. The term of each such representative may be proposed in the petition provided under 75-2549 of this act, but shall not exceed four years, and the final determination of duration of terms shall be made by the state commission at the time of approval of the petition.

Any taxing district which regularly levies one-fourth mill ($\frac{1}{4}$) or more of tax for the support of a public library, and which taxing district has been included in a regional system, may petition to be excluded from the regional system. Such petition shall be made and presented to the state commission. The state commission shall consider any such petition and if such taxing district meets the requirement for making such a petition and if excluding such taxing district from the regional system will do not manifest harm thereto, the state commission may enter its order excluding and detaching such taxing district from the regional system and making such adjustment to the organization of such regional system as may be appropriate to continue the operation of the regional system without interruption.

The system board shall have the authority and power to (1) operate a system of library service to and for participating libraries, (2) the system board may purchase service from a participating library for the benefit of the regional system of cooperatirg libraries, (3) the system board may contribute to or receive contribution from any participating library, and may receive and utilize any gift of funds or property donated to the regional system of cooperating libraries, (4) the system board may contract with any one or more participating libraries and the board of each participating library is hereby authorized to contract with the system board or with any one or more other boards, but any such contract shall provide that the same shall not take

effect until approved by the state librarian, (5) the system board may contract with any other system board or any board, but any such contract shall provide that the same shall not take effect until approved by the state librarian, and (6) employ a system librarian and such other persons as the regional board may find convenient or necessary.

75-2551. Same; finance. Federal funds for public library services made available to the state under legislation passed prior to or after the passage of this act, and which funds are administered by the state librarian or state commission, may be used in support of any one or more regional system of cooperating libraries within the provisions of such federal legislation. The use of funds of any regional system of cooperating libraries shall be established by the system board by contracts with boards of participating libraries, or otherwise.

Participating boards shall have the power and are hereby authorized to pay for services purchased from the system board.

Any funds appropriated by the legislature and administered by the state librarian for the promotion of library services may be used to pay all or part of the expenses and equipment of any regional system of cooperating libraries.

The system board shall be subject to the cash basis and budget laws of the state. The budget of the system board shall be prepared, adopted and published as provided by law and hearing shall be held thereon in the first week of the month of August of each year. The tax levy made pursuant to such budget shall be certified to the county clerks of each county in the territory of the regional system of cooperating libraries.

Each system board is hereby authorized to levy not in excess of one-half (½) mill of tax to be used for library purposes on all of the taxable property within the boundaries of such regional system of cooperating libraries that is not within a district support a library with funds of such district.

75-2552. Same; establishment of standards by commission. The state commission shall adopt rules and regulations establishing standards for (1) approval of regional system petitions, (2) review and amendment of regional system plans, (3) certification of system librarians, and (4) such other matters as the state commission may deem advisable.

Library Bill of Rights

The Council of the American Library Association reaffirms its belief in the following basic policies which should govern the services of all libraries.

1. As a responsibility of library service, books and other library materials selected should be chosen for values of interest, information, and enlightenment of all the people of the community. In no case should library materials be excluded because of the race or nationality or the social, political, or religious views of the authors.

2. Libraries should provide books and other materials presenting all points of view concerning the problems and issues of our times; no library materials should be proscribed or removed from libraries because of partisan or doctrinal disapproval.

3. Censorship should be challenged by libraries in the maintenance of their responsibility to provide public information and enlightenment.

4. Libraries should cooperate with all persons and groups concerned with resisting abridgment of free expression and free access to ideas.

5. The rights of an individual to the use of a library should not be denied or abridged because of his race, religion, national origins or social or political views.

6. As an institution of education for democratic living, the library should welcome the use of its meeting rooms for socially useful and cultural activities and discussion of current public questions. Such meeting places should be available on equal terms to all groups in the community regardless of the beliefs and affiliations of their members, providing that the meetings be open to the public.

THE FREEDOM TO READ

The Freedom to Read is essential to our democracy. It is under attack. Private groups and public authorities in various parts of the country are working to remove books from sale, to censor textbooks, to label "controversial" books, to distribute lists of "objectionable" books or authors, and to purge libraries. These actions apparently rise from a view that our national tradition of free expression is no longer valid; that censorship and suppression are needed to avoid the subversion of politics and the corruption of morals. We, as citizens devoted to the use of books and as librarians and publishers responsible for disseminating them, wish to assert the public interest in the preservation of the freedom to read.

We are deeply concerned about these attempts at suppression. Most such attempts rest on a denial of the fundamental premise of democracy: that the ordinary citizen, by exercising his critical judgment, will accept the good and reject the bad. The censors, public and private, assume that they should determine what is good and what is bad for their fellow-citizens.

We trust Americans to recognize propaganda, and to reject obscenity. We do not believe they need the help of censors to assist them in this task. We do not believe they are prepared to sacrifice their heritage of a free press in order to be "protected" against what others think may be bad for them. We believe they still favor free enterprise in ideas and expression.

We are aware, of course, that books are not alone in being subjected to efforts at suppression. We are aware that these efforts are related to a larger pattern of pressures being brought against education, the press, films, radio and television. The problem is not only one of actual censorship. The shadow of fear cast by these pressures leads, we suspect, to an even larger voluntary curtailment of expression by those who seek to avoid controversy.

Such pressure toward conformity is perhaps natural to a time of uneasy change and pervading fear. Especially when so many of our apprehensions are directed against an ideology, the expression of a dissident idea becomes a thing feared in itself, and we tend to move against it as against a hostile deed, with suppression.

And yet suppression is never more dangerous than in such a time of social tension. Freedom has given the United State the elasticity to endure strain. Freedom keeps open the path of novel and creative solutions, and enables change to come by choice. Every silencing of a heresy, every enforcement of an orthodoxy, diminishes the toughness and resilience of our society and leaves it the less able to deal with stress.

Now as always in our history, books are among our greatest instruments of freedom. They are almost the only means for making generally available ideas or manners of expression that can initially command only a small audience. They are the natural medium for the new idea and the untried voice from which come the original contributions to social growth. They are essential to the

A statement prepared by the Westchester Conference of the American Library Association and the American Book Publishers Council, May 2 and 3, 1953.

extended discussion which serious thought requires, and to the accumulation of knowledge and ideas into organized collections.

We believe that free communication is essential to the preservation of a free society and a creative culture. We believe that these pressures towards conformity present the danger of limiting the range and variety of inquiry and expression on which our democracy and our culture depend. We believe that every American community must jealously guard the freedom to publish and to circulate, in order to preserve its own freedom to read. We believe that publishers and librarians have a profound responsibility to give validity to that freedom to read by making it possible for the reader to choose freely from a variety of offerings.

The freedom to read is guaranteed by the Constitution. Those with faith in free men will stand firm on these constitutional guarantees of essential rights and will exercise the responsibilities that accompany these rights.

We therefore affirm these propositions:

1. It is in the public interest for publishers and librarians to make available the widest diversity of views and expressions, including those which are unorthodox or unpopular with the majority.

Creative thought is by definition new, and what is new is different. The bearer of every new thought is a rebel until his idea is refined and tested. Totalitarian systems attempt to maintain themselves in power by the ruthless suppression of any concept which challenges the established orthodoxy. The power of a democratic system to adapt to change is vastly strengthened by the freedom of its citizens to choose widely from among conflicting opinions offered freely to them. To stifle every nonconformist idea at birth would mark the end of the democratic process. Furthermore, only through the constant activity of weighing and selecting can the democratic mind attain the strength demanded by times like these. We need to know not only what we believe but why we believe it.

2. Publishers and librarians do not need to endorse every idea or presentation contained in the books they make available. It would conflict with the public interest for them to establish their own political, moral or aesthetic views as the sole standard for determining what books should be published or circulated.

Publishers and librarians serve the educational process by helping make available knowledge and ideas required for the growth of the mind and the increase of learning. They do not foster education by imposing as mentors the patterns of their own thought. The people should have the freedom to read and consider a broader range of ideas than those that may be held by any single librarian or publisher or government or church. It is wrong that what one man can read should be confined to what another thinks proper.

3. It is contrary to the public interest for publishers or librarians to determine the acceptability of a book solely on the basis of the personal history or political affiliations of the author.

A book should be judged as a book. No art or literature can flourish if it is to be measured by the political view or private lives of its creators. No society of free men can flourish which draws up lists of writers to whom it will not listen, whatever they may have to say.

4. The present laws dealing with obscenity should be vigorously enforced. Beyond that, there is no place in our society for extra-legal efforts to coerce the taste of others, to confine adults to the reading matter deemed suitable for adolescents, or to inhibit the efforts of writers to achieve artistic expression.

To some, much of modern literature is shocking. But is not much of life itself shocking? We cut off literature at the source if we prevent serious artists from dealing with the stuff of life. Parents and teachers have a responsibility to prepare the young to meet the diversity of experiences in life to which they will be exposed, as they have a responsibility to help them learn to think critically for themselves. These are affirmative responsibilities, not to be discharged simply by preventing them from reading works for which they are not yet prepared. In these matters taste differs, and taste cannot be legislated; nor can machinery be devised which will suit the demands of one group without limiting the freedom of others. We deplore the catering to the immature, the retarded or the maladjusted taste. But those concerned with freedom have the responsibility of seeing to it that each individual book or publication, whatever its contents, price or method of distribution, is dealt with in accordance with due process of law.

5. It is not in the public interest to force a reader to accept with any book the prejudgment of a label characterizing the book or author as subversive or dangerous.

The idea of labeling presupposes the existence of individuals or groups with wisdom to determine by authority what is good or bad for the citizen. It presupposes that each individual must be directed in making up his mind about the ideas he examines. But Americans do not need others to do their thinking for them.

6. It is the responsibility of publishers and librarians, as guardians of the people's freedom to read, to contest encroachments upon that freedom by individuals or groups seeking to impose their own standards or tastes upon the community at large.

It is inevitable in the give and take of the democratic process that the political, the moral, or the aesthetic concepts of an individual or group will occasionally collide with those of another individual or group. In a free society each individual is free to determine for himself what he wishes to read, and each group is free to determine what it will recommend to its freely associated members. But no group has the right to take the law into its own hands, and to impose its own concept of politics or morality upon other members of a democratic society. Freedom is no freedom if it is accorded only to the accepted and the inoffensive.

7. It is the responsibility of publishers and librarians to give full meaning to the freedom to read by providing books that enrich the quality of thought and expression. By the exercise of this affirmative responsibility, bookmen can demonstrate that the answer to a bad book is a good one, the answer to a bad idea is a good one.

The freedom to read is of little consequence when expended on the trivial; it is frustrated when the reader cannot obtain matter fit for his purpose. What is needed is not only the absence of restraint, but the positive provision of opportunity for the people to read the best that has been thought and said. Books are the major channel by which the intellectual inheritance is handed

down, and the principal means of its testing and growth. The defense of their freedom and integrity, and the enlargement of their service to society, requires of all bookmen the utmost of their facilities, and deserve of all citizens the fullest of their support.

* * *

We state these propositions neither lightly nor as easy generalizations. We here stake out a lofty claim for the value of books. We do so because we believe that they are good, possessed of enormous variety and usefulness, worthy of cherishing and keeping free. We realize that the application of these propositions may mean the dissemination of ideas and manners of expression that are repugnant to many persons. We do not state these propositions in the comfortable belief that what people read is unimportant. We believe rather that what people read is deeply important; that ideas can be dangerous; but that the suppression of ideas is fatal to a democratic society. Freedom itself is a dangerous way of life, but it is ours.

Endorsed by:

AMERICAN LIBRARY ASSOCIATION COUNCIL, June 25, 1953.
AMERICAN BOOK PUBLISHERS COUNCIL, Board of Directors, June 18, 1953.

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